

PUBLIC PARTICIPATION ON OPEN SPACES' INSPECTION

ABSTRACT

Scientists agree that open space's figures and width area in the cities are not only important to the beauty of the city, but also for improving the urban quality of living. It is related to the needs of places for sports and recreational purposes. Open spaces with particular greeneries will also able to fix the decreasing amount of carbon dioxide and other greenhouse gases effect.

One cause of the problem is the competition between the need of green open spaces versus the need of commercial land. Knowingly or not, in addition to commercial and other needs, societies in general and especially planners are less persistent in fighting for the presence of green open space. In particular, to show concerns with the proposed protest on its presence, even so aware of any changes in land use than originally planned for the green to any other use.

Architecture and landscape architecture education ought to play the main role, encouraging its students to understand the importance of green open space provision and further, producing environmentally concerned and well-educated graduates.

This paper aims to review with a different perspective, the availability's indicators of open space in the city, in terms of urban land use management, especially on increasing public awareness through participation in the monitoring changes in use and incompatibilities of the land use according to the plan. The study results shows that the participation of educated people as a watch-dog agents of the land use planning implementations could be the best and effective instruments to address socio-economic and urban architectural issues, instead of relying on local government building inspectors.

Keywords: *open space indicator, planning legislation, inspection participation process.*

Azrar Hadi

Department of Architecture University
Indonesia, Depok, 16424, Indonesia
e-mail: azrar@eng.ui.ac.id

Judul ini merupakan salah satu artikel
yang dipresentasikan pada Simposium
Ilmiah Nasional Ikatan Arsitek Lansekap
Indonesia (IALI), di IICC-Bogor, 10
November 2010

INTRODUCTION

Up to now, there are some research papers describing the what, who, and how on issues related to open space standards. However, less recent ones discuss the effective ways to make sure and to avoid changes of the green open space use in connection with the legislation issues. Shirvani (2007), Lynch (1971), and Chiara's Planning Design and Criteria (2001) focus on the spatial elements and the carrying capacities of land. It discusses how a specific density of a particular area could affect how urban facilities support people's economic and social life.

Legal document reviews on settlement find out that: Green open spaces are often provided in the form of urban forestry and urban gardening or as streetscapes. High density urban development could support the requirement of green open space provision at the minimum of 30% of the city area. However, the document reviews

reveal that many Indonesian big cities are difficult to achieve the requirement of minimum 30% green open spaces of the city area. DKI Jakarta as the capital city of Indonesia only provides 9.6%, and targeting 14% of green open space provision in 2030, which is still far from the requirement by Law Decree number 26/2007. The amount of 14% far less in comparison to other cities' targets ranging from 25.2% (New York City) in 2020 to 56% (Singapore) in 2034. Document reviews conclude that the term "open space" is used interchangeably with the term "green open space".

METHODOLOGY

The methodology used in this study at first is the literature study, including laws, regulations and standards of open space, the urban design guidelines in some Indonesian cities and also information on open space targets by some countries. The research uses second-

dary data that was collected from legal documents such as strategic plans of Local Government, reports, BPS Provinces and BPS-Statistics Indonesia. The scopes of studies are the planning and urban design standard theories, urban spaces planning process and criteria, the planning, targets and implementations of open space plan in Indonesian big cities such as Jakarta and Surabaya. The data was discussed with related experts and policy makers, and then analyzed using qualitative approaches to come up with the results.

Open and Green Space

The term open space is different from the term green space. It shows clearly that green space-playgrounds, parks, and urban forest are parts of open space (Merlin, 1971; Claire, 1973 and Hall, 1974). The model typology for green spaces which are recommended by the Urban Green Spaces Task Force

(Nature English, undated), for instance, are as follows:

- parks and gardens;
- country parks;
- natural and semi-natural urban green spaces;
- green corridors;
- outdoor sports facilities;
- amenity green space;
- provision for children and young people;
- allotments, community gardens and urban farms;
- cemeteries and churchyards.

Legislation

In Indonesia, the planning of space's issues including the green space are stipulated in Law Decree number 26/2007, which states the minimum proportion of green open space in urban areas are at least 30 (thirty) percent of the total area of the city. While in paragraph (3) mentioned that the proportion of green space within urban areas of at least 20 (twenty) percent of the area of the city should be public. In other words the rest of 10 (ten) percent of green open spaces use as private space. Further, in accordance to the same Law Decree, there are 5 (five) types of planning. The first is based on the system: the spatial system and internal urban areas system. The second is based on the spatial main functions, which consists of two: protected areas and development areas.

The third is based on administrative regions composed of national-regional-provincial planning and structuring space-district-city. Fourth, based on activity consists of spatial planning in urban and rural areas. The fifth, based on the strategic values of the regions consists of strategic national spatial planning, strategic provincial spatial planning and strategic district/city spatial planning.

Moreover, the national spatial planning is the responsibility of the Ministry of Public Works, while the provincial and city spatial planning

are the responsibilities of the Governor and the Mayor (head of the administrative office).

To make the provincial/city spatial planning, the government should have the budget and the program which are parts of the Province's or City's Strategic Plans. The issues starting due to the target program which is written in *Rencana Pembangunan Jangka Menengah Daerah (RPJMD)* - Medium Term Development Plan of the Province or City, which are not written in detail and measureable. Furthermore, the number stated in RPJMD (i.e the proportion of green open space to the total area of the city), sometimes differ with the number stated in *Rencana Tata Ruang Wilayah Provinsi (RTRWP)* - Provincial Spatial Planning or *Rencana Detail Tata Ruang Kota* - City Spatial Detailed Planning.

Open space areas could be a play lot, playground or other green space. In general, the play lot consists of: 1) enabled area for play equipment and such special facilities as a sand area and a spray pool; 2) an open surfed area for active play; and 3) a shaded area for quiet activities. The location of play lot should be an integral part of the housing area design, and are desirably located within 100 to 120 meter of each living unit served. To accommodate a full range of equipment and special facilities needed for preschool children, the minimum enclosed area should be about 360 m² per 165 families (500 people per hectare if there are 3 (three) people in 1 (one) family). The minimum playground needed for elementary school children is 6 acres or 24.000 m², which would serve 1500 families or around 5000 people. The location should be an integral part of a complete elementary school development and within radius of 0.65 km². General recommendation is 1 (one) acre per 1000 people or around 4 m² per people. The need of fine area to be planned in a special way for the enjoyment and recreation, for example the green belt area, has several purposes including urban containment, agricultural production and

the reservation of land for recreation (Hall, 1974: 120).

There are several approaches to describe the need or planning standard of open space in the built environment. From the physical planning approach, the approach could be the recreation area needed by people range from children in the preschool ages to the old people. The other approach is related to the healthy environment or the performance of the city's view. Therefore the open space planning could be separated from the urban economic planners which are usually concerned with the progress of the economy at the combination of the factor of production which brings forth the flow of goods and services. The social planners however, will concerned with the effect of occupational mobility on the intercity, also on household income in relation to items like travel cost for the low income families (Hall, 1974: 8).

The essential question to the planner is where to create open space. In an open space the planner would include every conceivable use and type of open space (Spreiregen, 1965: 84) and it is clear that the type of open space could be active and passive uses while the green spaces such as parks is a part of the open spaces. Since there is "nobody knows how many there are, where they are, who owns them or what they are like", this makes it difficult to coordinate provision, respond to changing social needs or plan for a changing climate." (CABE Report, 2009).

Number of green spaces provided for every thousand residents in the UK is quite diverse and range from "1.24 the smallest in London and 2.86 the biggest in South East" (CABE Report, 2010) and the type of green spaces are as follows: public parks, general green space, recreation grounds, sports grounds and playgrounds. Moreover the Natural England's Accessible Natural Green-space Standard (ANGSt) provides a set of benchmarks for ensuring

access to places near to where people live (Natural England).

These standards recommend that people living in towns and cities should have:

1. an accessible natural green space of at least 2 hectares in size, no more than 300 metres (5 minutes walk) from home
2. at least one accessible 20 hectare site within 2 kilometers of home
3. one accessible 100 hectare site within 5 kilometers of home
4. one accessible 500 hectare site within 10 kilometers of home
5. one hectare of statutory Local Nature Reserves per thousand population.

In the case of Jakarta, the green open space can serve as neutralizing air pollution in the city and are intended to anticipate the higher number of motor vehicles today. According to Metro Jaya Provincial Police, in year 2009, the numbers of vehicles pass every day were more than 8 million units, of which 2.2 million units were cars.

Moreover, the growth rate of motor vehicles and the increasing numbers of motorcycles per day in some big cities in Indonesia can be described as follows:

In Jakarta, the growth rate is 9.5% per year and increases by 700-900 motorcycles per day while in Surabaya, the growth rate of motor vehicle is 6.7% respectively (Tabel 1).

Table 1. Vehicle growth rate

Name of the city	Growth Rate (%)
Jakarta	9.5
Surabaya	6.7

Sources: compiled by author from various sources

The Case of Jakarta

On the environmental planning section of Rencana Pembangunan Jangka Menengah Daerah (RPJMD) DKI Jakarta 2004-2009 written, one program is associated with adaptation to global climate change and in the RPJMD performance reports mentioned that the park serves as eco-park (ecological) i.e.,

with lush gardens and plant diversity that is able to filter, capture, and absorb pollutants and provide freshness of the city. Besides eco-park, there are edu-park such as Taman Merdeka and Banteng Square Garden, and socio-park such as Taman Monas and Taman Menteng. The number of city parks until the year 2006 reached 831 locations with an area of 218.99 hectares. There should be more detailed information about the criteria of park functions, particularly the information on the number of park that serves as eco-park.

According to TEMPO Edition 35/XXXVI/22 - 28 October 2007 and other sources, number of location in Jakarta Master Plan 1965-1985 which were originally planned as green open space had been changed into housing and commercial area as shown in Table 2. Changes have been occurred in different periods, since Governor Ali Sadikin administration until now. There is no efforts to prevent and it was happened not only because of the ignorance of the community but also because of people did not know how to and to where one must file an objection.

Table 2. Green Open Space Change

Type of Plan	Number of location	Area
Jakarta Master Plan 1965-1985	16	Senayan
	3	Tomang
	6	Pantai Kapuk
	19	Kelapa Gading
	15	Sunter

Source: compiled by author

Public Participation

Public participation program in the Public Participation Guidelines (endoprecaution.org) follows several principles that help ensure planning efforts obtaining sufficient public input and support.

1. The public participation program must be a genuine effort to encourage public involvement in the decision-making process.
2. Information must be disseminated to a broad range of stakeholders and interested parties. This may be achieved through

public notices, news-letters, flyers, newspaper articles, the internet and/or other events.

3. Per the Precautionary Principle Procedure, if impacts are "moderate or high," a public workshop will be scheduled.
4. Agencies must be very careful not to decide the way the process will unfold without full public participation.

Although the government already provide and encourage people to participate in planning and implementation stage, the way and how to do it, is not clear enough. As shown in Table 1 previously, the TEMPO and the writer have already concern with what has happen in the implementation and the land use changes from the original or The First Master Plan of Jakarta. However, since the policy makers and inspectors are not concerned with the issues or are powerless to put pressure on business people, the changes continue to occur and as if it would be difficult to overcome.

One way that can be conducted is to involve the business people in the planning and supervision processes of the implementation stage that open to the public, so it will be ultimately able to reduce the occurrence of land use changes. Furthermore, the policy makers need to provide a variety of devices or instruments that facilitate public participation, such as by providing form. A form should be detailed to be explained by the media, to be used by public to participate, showing a clear period of engagement, explaining how to deliver, consists the name of official(s) responsible for receiving the submission reports and the decision time of it will be delivered. The communicative forms then should be widely accessible by the public, which are particularly associated with the decision that has to be made.

Communities as stakeholders who are expected to be involved in the oversight should consist of representative list of residents, property owners, the association of owners/

residents, business people and others.

CONCLUSION

Cities in Indonesia must have a specific green open space master plan which should accommodate the needs of citizens, as well as must have program which is associated with adaptation to global climate change issues. Cities are not able to consistently implement what has been planned on the masterplan due to its powerless to put pressure on business people. Since the existing procedure could not facilitate public involvement in the decision-making process, the local government must provide a new and creative tools and/or instruments to facilitate it.

REFERENCES

- Bianpoen, Madrim D.G. 1986. Standar Perencanaan Fasilitas Umum Kota. Seri Pengetahuan Teknik Arsitektur, Fakultas Teknik Universitas Indonesia.
- Goetsch, H.A. 1973. Community Facilities Planning. In W.H. Claire (Eds.), Handbook on Urban Planning, Van Nostrand Reinhold Company.
- Hall P. 1974. Urban and Regional Planning. Penguin Books.
- Merlin, P. 1971. New Towns. Methuen & Co. Ltd.
- Spreiregen, J.A. 1965. Urban Planning design. McGraw Hill Inc.
- Cramer, N. PRIORITIES, PEOPLE. Architect Vol 98: 7, 12.
- Online documents:**
- Cabe Space's research paper (March, 2010). Urban green nation Building the evidence base. <http://www.cabe.org.uk/publications/urban-green-nation>, accessed on August 16, 2010
- Cabe Space's research paper (November, 2009). The green information gap. <http://www.cabe.org.uk/publications/the-green-information-gap>, accessed on August 16, 2010
- English Nature (undated). Providing Accessible Natural Greenspace in Towns and Cities. <http://www.naturalengland.org.uk/ourwork/enjoying/places/greenspace/greenspacestandards.aspx>, Accessed on August 16, 2010
- Norhakim (December, 2009). Tahun 2014 Jakarta macet total. <http://www.jakarta.go.id/v70/index.php/en/data-berita-media/2774-tahun-2014-jakarta-macet-total>, Accessed on August 16, 2010
- Raphael and Espiau, (undated), <http://www.pps.org>, accessed on April 22, 2009
- Sarwo, H. (undated). Implikasi UU Nomor 26 Tahun 2007 tentang Penataan Ruang Terhadap Penyediaan Ruang Terbuka Hijau dan Ruang Terbuka Non Hijau di Provinsi DKI Jakarta. http://bulletin.penataanruang.net/upload/data_artikel/Implikasi%20UU%20No.26%20Tahun%202007%20ttg%20PR%20thd%20Penyediaan%20RTH%20dan%20RTH%20NonHijau%20di%20Prov.DKI%20Jakarta-Ir.i.Sarwo%20Handayani,MSi.pdf, accessed on August 16, 2010
- CTOD report (November 2008). Lewis, 1999, Capturing the Value of Transit, http://www.reconnectingamerica.org/public/display_asset/ctodvalcapture110508v2, accessed on August 28, 2010
- Public Participation Guidelines, <http://environmentalcommons.org/mendoprecaution/MendocinoPublicParticipation.pdf>, accessed on August 30, 2010
- TEMPO Edition 35/XXXVI/22 - 28 Oktober 2007 in Prasetyo, Master-plan Carut Marut, <http://lingkungan25.blogspot.com/2008/03/master-plan-carut-marut.html>, accessed on August 30, 2010.